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White House Conference on Library and Information Services (1987-1988): Report 17

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CRS REPORT FOR CONGRESS

**LIBRARY AND INFORMATION SERVICES: A SIDE-BY-SIDE COMPARISON OF HOUSE- AND
SENATE-PASSED VERSIONS OF H.J. RES. 90, 100TH CONGRESS, LEGISLATION AUTHORIZING
THE PRESIDENT TO CALL A WHITE HOUSE CONFERENCE**

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ABSTRACT

During the first session of the 100th Congress, legislation (H.J. Res. 90) was passed by the House of Representatives and the Senate authorizing the President to call a White House Conference on Library and Information Services. The Senate-passed version of this bill also contains provisions related to postsecondary education student assistance programs, authorizations for aid to specified educational institutions, a Constitutional Bicentennial Education Program, and drug abuse education programs. H.J. Res. 90 currently awaits conference committee action. This report provides a side-by-side comparison of major provisions of H.J. Res. 90, as passed by the Senate, except those related to drug abuse education, with provisions of the House-passed bill or, where appropriate, current law.

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INTRODUCTION

During the first session of the 100th Congress, the House and Senate passed different versions of a bill 1/ that would authorize the President to call a White House Conference on Library and Information Services, similar to the one conducted in 1979. 2/ This bill, H.J. Res. 90, currently awaits conference committee action.

The most significant difference between the House and Senate versions of H.J. Res. 90 is that the House bill contains only provisions regarding a White House Conference on Library and Information Services (WHCLIS), while the Senate version also contains provisions related to a Constitutional Bicentennial Education Program (title II of the Senate-passed version of H.J. Res. 90), certain postsecondary student financial assistance programs (title III), grants to specified library and educational institutions or organizations (title IV),

1/ On June 8, 1987, the House passed H.J. Res. 90 (H. Rept. 100-121). The Senate passed its version of this bill on Dec. 15, 1987, amended to contain the provisions of S.J. Res. 26 (S. Rept. 100-156), as amended during Senate floor debate.

2/ For information on the 1979 White House Conference on Library and Information Services, see: U.S. Library of Congress. Congressional Research Service. Federal Assistance to Libraries: Background Information and Issues Related to Current Programs. CRS Report for Congress 87-647 EPW, by Wayne Riddle. Washington, 1987. p. 29-33.

and drug abuse education (title V). As a result, in the following brief discussion and the side-by-side comparison, the House bill is directly compared only to titles I and IV of the Senate bill. Titles II and III of the Senate bill, for which there are no comparable provisions in the House bill, are compared to relevant provisions of current law. 3/ Finally, title V of the Senate bill is not included in this side-by-side comparison. 4/

The following report provides a side-by-side comparison of the major provisions of the House- and Senate-passed versions of this legislation, with one exception (described below). This is preceded by a brief discussion of the major differences between the two versions of the bill.

OVERVIEW OF MAJOR DIFFERENCES BETWEEN HOUSE- AND SENATE-PASSED VERSIONS OF H.J. RES. 90

With respect to provisions for a WHCLIS, there are only two significant differences between the two versions of H.J. Res. 90. First, only the Senate bill explicitly provides that States are not required to participate in State or regional conferences that might be held in preparation for the WHCLIS. Second, the bills have different appropriation authorization levels--"such sums as may be necessary" under the House bill versus \$5 million under the Senate

3/ There are also no provisions in the House bill that are comparable to title IV of the Senate bill. However, in this case there are no comparable provisions in current law either.

4/ H.R. 5, as passed by the House on May 21, 1987, contains drug abuse education provisions comparable to those of H.J. Res. 90, as passed by the Senate. The Senate-passed version of H.R. 5 (reported as S. 373) contains no provisions on this topic. For further information on the H.R. 5 provisions, see: U.S. Library of Congress. Congressional Research Service. Federal Aid to Elementary and Secondary Education: A Side-by-Side Comparison of Current Law, H.R. 5--The School Improvement Act of 1987, and S. 373--The Robert T. Stafford Elementary and Secondary Education Improvement Act of 1987. CRS Report for Congress 87-928 EPW. Washington, 1987. p. 125-130; or contact the Health Section, Education and Public Welfare Division, Congressional Research Service.

version. In each case, the authorization is not limited to a particular fiscal year(s), and appropriated funds are to remain available for obligation until expended. In addition, the Senate version (only) limits the use of Library Services and Construction Act (LSCA) funds for the Conference to those funds appropriated for LSCA title III (interlibrary cooperation).

Only the Senate-passed version of H.J. Res. 90 contains authorizations for grants to four specified educational institutions or consortia. These grants would be authorized for the:

- Washington (D.C. area university) Library Consortium,
- Vermont Higher Education Council,
- Health and Human Services Center at Vorhees College (Denmark, South Carolina), and
- University of Mississippi Law Library.

The Senate bill also authorizes an expansion of the current **Constitutional Bicentennial Education Program**, conducted by the Commission on the Bicentennial of the United States Constitution. This program's appropriation authorization level would be increased by \$3 million for each of fiscal years 1987 and 1988, with the increased funds to be used for elementary and secondary school teacher training programs.

The Senate-passed version of H.J. Res. 90 would make several amendments to the **Income Contingent Direct Loan Project**, authorized under title IV, part D of the Higher Education Act (HEA). The Senate bill would amend the authorizing legislation for this program to:

- increase the maximum number of participating institutions of higher education from 10 to 20, in fiscal years when the appropriation exceeds \$5 million;
- allow consortia of institutions of higher education to participate;
- allow participating institutions to pay loan interest (on behalf of student borrowers) that accrues while students are still in school

- (i.e., students would not be charged interest while in school);
- extend loan eligibility to graduate students, and increase the maximum cumulative loan limit for such students from the current (undergraduate only) level of \$17,500 to \$44,500;
- eliminate the option for institutions to charge borrowers a variable interest rate; and
- reduce the rate charged to borrowers by 2.5 percent.

Finally, with the previously mentioned exception of drug abuse education provisions, the Senate bill makes two amendments to HEA provisions for the **Guaranteed Student Loan (GSL)** program. First, a current provision allowing loan guaranty agencies to provide certain information to institutions of higher education on GSL defaults by their former students would be amended to require the provision of this information. Second, eligibility to borrow GSLs would be expanded to include persons taking courses necessary to obtain elementary and secondary school teacher certification in their State, even if the courses do not lead to a postsecondary degree or similar credential.

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AND SENATE-PASSED VERSIONS OF H.J. RES. 90, 100TH CONGRESS, LEGISLATION
AUTHORIZING THE PRESIDENT TO CALL A WHITE HOUSE CONFERENCE**

**I. COMPARISON OF H.J. RES. 90, AS PASSED BY THE HOUSE, WITH TITLES I AND
IV OF H.J. RES. 90, AS PASSED BY THE SENATE**

H.J. Res. 90, as passed by the House

H.J. Res. 90, as passed by the Senate

Purpose of legislation

To authorize the President to call a White House Conference on Library and Information Services (WHCLIS), to be held between September 1, 1989, and September 30, 1991.

Same as House bill.

Purpose of Conference

To develop recommendations for improvement of library and information services in the United States and their use by the public.

Same as House bill.

H.J. Res. 90, as passed by the House

H.J. Res. 90, as passed by the Senate

Composition of the Conference

The conferees are to include:

Same as House bill.

- representatives of library and information services professionals plus persons who provide voluntary services in this field, and members of the general public;
- representatives of organizations and institutions that provide library and information services;
- representatives of educational organizations and institutions;
- persons especially knowledgeable about library and information services technology; and
- representatives of Federal, State, and local governments.

In addition, one-fourth of those selected must be in each of the following categories:

Same as House bill.

- members of the library and information services profession;
- active library and information services supporters;
- Federal, State, or local government officials; and
- the general public.

State participation optional

Delegates and alternates to the national conference may participate in State or territorial conferences.

Same as the House bill, with the additional provision that no State is required to participate in a State or territorial conference.

H.J. Res. 90, as passed by the HouseH.J. Res. 90, as passed by the Senate**Conference direction**

The Conference is to be planned and conducted by the National Commission on Libraries and Information Science (NCLIS). The NCLIS shall request cooperation and assistance from other Federal agencies, provide assistance to the States, prepare and distribute background materials and Conference reports, and conduct fiscal oversight activities (including contracting for an audit).

Same as House bill.

Federal agency cooperation and assistance

When requested, each Federal agency is to provide assistance to the NCLIS. In particular, the Librarian of Congress, the Director of the National Library of Medicine, and the Director of the National Agricultural Library are authorized to detail personnel to the NCLIS.

Same as House bill.

Personnel

The NCLIS is authorized to engage personnel to assist the Commission and the Advisory Committee (see below) without regard to the usual Civil Service laws governing personnel appointments and classification (title 5, United States Code).

Same as House bill.

Expenses

Travel expenses, including per diem, may be paid to members of the Conference (as allowed under title 5, section 5703, United States Code).

Same as House bill.

H.J. Res. 90, as passed by the HouseH.J. Res. 90, as passed by the Senate**Reports**

A report shall be prepared of the Conference's findings and recommendations. The report is to be submitted to the President within 120 days of the close of the Conference, and thereafter be made public. Within an additional 90 days, the report is to be submitted to the Congress, accompanied by a statement of the President on the Conference's recommendations. The NCLIS is authorized to publish and distribute this and other reports authorized under this joint resolution, and copies are to be provided to the depository libraries.

Same as House bill.

H.J. Res. 90, as passed by the HouseH.J. Res. 90, as passed by the Senate**Advisory Committee**

There is to be an Advisory Committee to the Conference, consisting of 8 members named by the chairperson of the NCLIS, 5 named by the Speaker of the House of Representatives (no more than 3 of whom may be House Members), 5 named by the President pro tempore of the Senate (no more than 3 of whom may be Senators), 10 named by the President, plus the Librarian of Congress and the Secretary of Education. The members named to the Advisory Committee are to be representative of all areas of the United States.

Same as House bill.

The Advisory Committee is to assist the NCLIS in planning and conducting the Conference. The Committee is to select its own chairperson (who may not be a full-time Federal employee), as well as the chairperson for the Conference; the chairperson of the NCLIS is to be vice chairperson of the Advisory Committee. Committee members who are not full-time Federal employees may be compensated, while attending to Conference business, at a rate not to exceed that for grade GS-18 in the civil service (under title V, section 5332, United States Code); they may also be allowed travel expenses, including per diem (under title V, section 5703, United States Code).

Same as House bill.

Gifts; title to property

The NCLIS has authority to accept gifts of money on behalf of the Conference. After the close of the Conference, any equipment and materials acquired by the Conference are to revert to the NCLIS.

Same as House bill.

H.J. Res. 90, as passed by the HouseH.J. Res. 90, as passed by the Senate**Definitions**

"Commission" is defined as being the National Commission on Libraries and Information Science. "Conference" is defined as the White House Conference on Library and Information Services. "State" is defined as including the District of Columbia, Puerto Rico, Guam, American Samoa, the Virgin Islands, the Trust Territory of the Pacific Islands, and American Indian Tribes.

Same as House bill.

Authorization of appropriations

There are authorized to be appropriated "such sums as may be necessary," without fiscal year limitation, to carry out this joint resolution. Appropriated funds are to remain available for obligation until expended.

There are authorized to be appropriated \$5 million, without fiscal year limitation, to carry out this joint resolution. Appropriated funds are to remain available for obligation until expended.

In addition, of funds appropriated under the Library Services and Construction Act, only those appropriated for title III (interlibrary cooperation) may be used for activities related to the White House Conference on Library and Information Services.

No provision.

Washington Library Consortium

There is authorized to be appropriated \$7.5 million, without fiscal year limitation, for a grant by the Secretary of Education to the Washington Library Consortium. This grant is to be used to construct and equip a central library facility, to be located in Prince George's County, Maryland, for this consortium of eight Washington, D.C., area universities. Funds appropriated for this purpose are to remain available until expended.

H.J. Res. 90, as passed by the House

No provision.

No provision.

No provision.

H.J. Res. 90, as passed by the Senate

Vermont Higher Education Council

There is authorized to be appropriated \$1 million, without fiscal year limitation, for a grant by the Secretary of Education to the Vermont Higher Education Council. These funds are to be used for faculty development activities intended to ameliorate the effects of professional isolation. Funds appropriated for this purpose are to remain available until expended.

Health and Human Services Center at Vorhees College

There is authorized to be appropriated \$4.5 million, without fiscal year limitation, for a grant by the Secretary of Education to Vorhees College, in Denmark, South Carolina. This grant is to be used to pay construction and related costs for a Health and Human Services Center. Funds appropriated for this purpose are to remain available until expended.

University of Mississippi Law Library

There is authorized to be appropriated \$2.2 million, without fiscal year limitation, for a grant by the Secretary of Education to the University of Mississippi Law School, in Oxford, Mississippi. This grant is to be used for the renovation and completion of library facilities. Funds appropriated for this purpose are to remain available until expended.

II. COMPARISON OF TITLES II AND III OF H.J. RES. 90, AS PASSED BY THE SENATE, WITH CURRENT LAW

Current Law

H.J. Res. 90, as passed by the Senate

Constitutional Bicentennial Education Program

Under title V of the Arts, Humanities, and Museums Amendments of 1985, there is authorized a program of grants for educational activities related to the bicentennial of the United States Constitution. This program is administered by the Commission on the Bicentennial of the United States Constitution. The appropriations authorization level is \$5 million for each of fiscal years 1987-1991.

Under title II of the Senate-passed version of H.J. Res. 90, the appropriations authorization for the Constitutional Bicentennial Education Program is raised to \$8 million for each of fiscal years 1987 and 1988. It is further provided that \$3 million of each fiscal year's appropriation for this program is to be used for elementary and secondary teacher training and retraining in the social sciences and humanities that is intended to enhance understanding of the Constitution.

Current LawH.J. Res. 90, as passed by the Senate**Income Contingent Direct Loan Demonstration Project****Number of participating institutions**

Title IV, part D of the Higher Education Act (HEA) authorizes the Secretary of Education to conduct a demonstration project of direct loans (i.e., the capital is provided by the Federal Government plus educational institutions, rather than by banks or other savings institutions) with income contingent repayment schedules (i.e., the annual borrower payments vary on the basis of income). Currently, no more than 10 institutions of higher education may participate in this program, and there is no explicit authorization for participation by consortia of institutions.

In any fiscal year in which the appropriation for this program exceeds \$5 million, up to 10 additional institutions of higher education may participate. These additional institutions may include consortia of institutions, if all of the institutions in each consortium is located in the same State.

Payment of in-school interest by participating institutions

Under current law, institutions of higher education that participate in this program are authorized to use program funds only for loans (principal, not interest) to students, plus administrative and loan collection costs.

Participating institutions of higher education may, at their option, pay the interest that accrues on loans while students are still in school (on at least a half-time basis). Only money from the institutional share of loan funds (which is a minimum of one-ninth of total loan funds) may be used for this purpose.

Eligibility for graduate and professional students

Currently, only undergraduate students are eligible to receive income-contingent loans under this demonstration program. The maximum cumulative amount that a student may borrow is \$17,500.

Graduate and professional students may borrow loans under this program. For such students, the annual loan limit is \$10,000, and the maximum cumulative loan limit is raised to \$44,500.

Current LawH.J. Res. 90, as passed by the Senate**Interest rate**

The interest rate on income contingent loans may be either fixed at the time the loan is made, or may vary on an annual basis, at the discretion of the participating institution. In either case, the rate is to be equal to the average (bond equivalent) interest rate for 91-day Treasury bills auctioned during the 3 month period ending September 30 of the preceding year, plus 3%.

Interest rates are to be fixed at the time the loan is made, and may not be varied thereafter. Also, the interest rate is reduced to the Treasury bill rate (as described in the preceding column) plus 0.5% (rather than 3%).

Guaranteed Student Loans**Information on defaults**

Under title IV, part C of the Higher Education Act, each student loan guaranty agency may, if requested, provide to eligible institutions of higher education information on loan defaults by former students of those institutions. The information may include the names and addresses of such former students. Public dissemination of this information is not authorized.

Notwithstanding any other provision of law, student loan guaranty agencies shall provide to eligible institutions of higher education information on loan defaults by former students of those institutions. Such information shall include the names and addresses of former students with defaulted student loans.

Eligibility for loans of persons in certain teacher training programs

In order to be eligible for a Guaranteed Student Loan, a person must be enrolled, or accepted for enrollment, in a degree, certificate, or similar program "leading to a recognized educational credential at an institution of higher education", or be "enrolled in a course of study necessary for enrollment in a program leading to a degree or certificate" (section 484, Higher Education Act).

Another category of students is added to those described in the previous column--persons "enrolled or accepted for enrollment in a program at an eligible institution leading to a professional credential or certification from a State that is required for employment as a teacher in an elementary or secondary school in that State" (section 303). Thus, persons in programs to obtain elementary and secondary school teacher certification are eligible to borrow Guaranteed Student Loans, even if their educational program does not lead to a degree or similar credential. This would typically apply to individuals who have already received a baccalaureate or higher degree, but need to take certain additional courses in order to qualify for certification as a public elementary or secondary school teacher.

AC

TALKING POINTS FOR AMENDMENTS TO SJ RES 26, August 5, 1987

The committee amendment strengthens and clarifies the resolution calling for a White House Conference on Libraries.

I am offering the following amendments to S.J. Res. 26 on behalf of Senator Stafford and myself.

First the dates of the conference are being pushed back so as to allow ample time for the Appropriations Committee to consider funding for it. This will also give those states that wish to hold state level conferences enough time to plan for them.

Secondly, the language concerning optional state conferences is clarified. It should now be clear that state level conferences are entirely optional.

Thirdly, an authorization level of \$5 million is added. This figure has been discussed in hearings both in the House and Senate as the desired maximum federal contribution to this conference. It also reflects the \$3.5 million cost of the 1979 conference as adjusted for inflation.

Lastly, in an effort to avoid using precious library services funds for this conference, we are asking that states use funds exclusively from Title III of the Library Services and Construction Act to fund their state level conferences. In 1987, Title III received \$18 million which should be more than enough to cover costs associated with this conference. Moreover Title III monies are to be used for the planning, establishment and operation of cooperative networks of libraries at the local, regional and interstate level - goals very much in keeping with the themes of the conference.